

Mansfield District Council Gypsy and Traveller Accommodation Needs Assessment

Final Report March 2026

RRR Consultancy Ltd



Mansfield
District Council



RRRConsultancy
High Quality Social Research & Training

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Executive Summary

Introduction

- S1. Mansfield District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller, and Travelling Showpeople Accommodation Assessment for the period 2025-2043. The results will be used as an evidence base to inform the Local Plan review, planning applications, and wider housing and planning policy development, including resource allocation.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, is established through national guidance contained in Planning Policy for Traveller Sites (PPTS) (MHCLG, 2024), and for boat dwellers in the DCLG's Review of housing needs for caravans and houseboats: draft guidance (March 2016). This study focuses on the accommodation needs of Gypsies and Travellers, and Travelling Showpeople within the local authority area.
- S3. To achieve the study aims, the research drew on a number of data sources, including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTANAs, and analysis of secondary data. This included analysis of the most recently published (January 2025) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey with stakeholders from the local authority and neighbouring authorities. This provided qualitative data regarding the accommodation needs of Gypsies and Travellers, Travelling Showpeople, and boat dwellers.
 - Consultation with Gypsies and Travellers, and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key methodology enabled the collection of extensive data on accommodation needs.

Policy context

- S4. The government published the latest PPTS in December 2024. It was last updated in December 2023 and before that in August 2015. In PPTS 2023, the government changed the definitions of Gypsy and Traveller and Travelling Showpeople in response to a legal judgment. PPTS 2015 removed the word 'permanently' from the planning definitions of Gypsies and Travellers and Travelling Showpeople contained in PPTS 2012. This meant that local planning authorities (LPAs) were no longer obliged to consider the accommodation needs of Gypsy and Traveller and Travelling Showpeople households who had permanently ceased to travel.
- S5. In the 2023 update, the PPTS reverted to the definition of Gypsies and Travellers used in PPTS 2012. This change was in response to a Court of Appeal judgment in *Smith v SSLUHC & Others* (October 2022). PPTS 2024 includes a revised definition of Gypsies and Travellers which includes households who have permanently ceased to travel as well as '...all other

persons with a cultural tradition of nomadism or of living in a caravan...' (PPTS 2024, p.11). This means that individuals who may not currently travel but belong to communities with a cultural tradition of nomadism or living in caravans are still recognised in planning policy and their accommodation needs must be considered. The definition of Travelling Showpeople in PPTS was amended in 2023 with the word 'permanently' inserted after 'temporarily'. This remains the definition in PPTS 2024.

Population Trends

- S6. The 2021 Census recorded 89 Gypsy or Irish Traveller residents in Mansfield, and all responding households were living in housing rather than caravans. Caravan Count data from 2022 to 2025 similarly shows no authorised or unauthorised caravans in the district. This absence of recorded caravans likely reflects the lack of authorised site provision rather than an absence of need, indicating the potential for concealed or displaced households.
- S7. Local authority data confirms limited provision in Mansfield: there is one unauthorised Gypsy and Traveller pitch and no authorised pitches, alongside two authorised Travelling Showpeople yards with eight plots. Overall, accommodation options in the district are very restricted, and the evidence points to a need for further consideration of appropriate future provision.

Stakeholder consultation

- S8. Stakeholder feedback gathered in October 2025 highlighted a consistent shortage of suitable accommodation for Gypsies, Travellers and Travelling Showpeople in Mansfield and neighbouring areas. Respondents from across the county pointed to limited permanent and transit provision, overcrowding, concealed households, and poor maintenance on some existing sites in neighbouring local authority areas. They identified household growth, overcrowding, and unauthorised or temporary living arrangements as key drivers of new need, noting that many families are pushed into bricks-and-mortar housing due to the lack of available sites. Stakeholders generally recommended that new provision be located near existing communities, in sustainable areas with good access to services, and designed with direct input from Gypsy and Traveller families.
- S9. Barriers to delivering new provision included difficulties securing suitable land, public opposition, insufficient local authority support, and weak long-term management arrangements. Stakeholders also described relationships between Gypsy and Traveller communities and the settled population as mixed and sometimes fragile, shaped by misconceptions and negative media narratives. While some reported few barriers to accessing services, others highlighted issues linked to site location, confidence, and awareness of available support. Coordination between agencies was said to vary significantly, with some examples of effective joint working but few instances of established good practice beyond specialist outreach and trusted community-based services.

Accommodation need

- S10. Accommodation needs across the study area were assessed using an analysis of primary and secondary data (see Glossary). The accommodation needs calculation steps are based on a model in accordance with both previous (2007) and current Practice Guidance (2015) issued by the Department of Communities and Local Government (DCLG). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model for determining accommodation needs, as it outlines the basic principles to be applied when undertaking GTANAs. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group i.e., Gypsies and Travellers, and Travelling Showpeople, based on primary data.
- S11. Table ES1 summarises permanent accommodation need over the period 2025-43. It is important to note that the figures shown in Table ES1 include all need as of 2025, including any which may have been identified by previous GTANAs but remained unfulfilled by 2025. The table shows that 9 new permanent Gypsy and Traveller pitches are needed over the plan period in the study area.

Table ES1: Gypsy and Traveller permanent accommodation need (pitches)

Period	No.
2025-2030	6
2030-2035	1
2035-2040	1
2040-2043	1
Total	9

Source: GTANA 2025

- S12. Table ES2 indicates that an additional 3 permanent Travelling Showpeople plots are required over the same period.

Table ES.2: Travelling Showpeople permanent accommodation need (plots)

Period	No.
2025-2030	0
2030-2035	1
2035-2040	1
2040-2043	1
Total	3

Source: GTANA 2025

- S13. Regarding transit provision, the GTANA recommends that local authorities adopt a negotiated stopping policy. This involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of services such as water, waste disposal and toilets. The advantages of this approach are detailed in Chapter 5.

Summary

- S14. The results from this assessment supersede any previous GTANA (including any accommodation need calculated before this assessment) for the Mansfield local planning

authority. This assessment identifies an overall accommodation need over the plan period for 9 additional pitches. There is also a need for 3 additional Travelling Showpeople plots during the same period.

- S15. It is also recommended that the local planning authority has regard to any additional accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, and Travelling Showpeople) after the publication of the assessment, and which are therefore not included within the identified need below. This could include new needs arising from in-migration, newly forming households, or
- S16. changes in circumstances affecting households residing on unauthorised developments, unauthorised encampments, or in bricks-and-mortar accommodation. This accommodation need should be considered separately from the need identified below and could be met through windfall applications.
- S17. In addition to the above, the report makes the following recommendations to address the specific accommodation needs of the different community groups:

Planning policy:

- For the local authority to provide existing fee-based pre-application planning advice service for households, applicants and landowners who have identified land, to assist in determining whether sites may be suitable to address identified accommodation needs.
- For the local authority to adopt a structured and proactive approach to identifying additional sites to meet the identified need, including:
 - a targeted call for sites (including engagement with private landowners and families);
 - the review of surplus or under-utilised public land; and
 - consideration of small-scale, dispersed sites where these are appropriate and policy compliant.
- Where it is not possible to identify sufficient specific sites to meet the full identified need within the plan period, a robust criteria-based policy (such as Policy H8.3) should be relied upon to ensure that applications for Gypsy, Traveller and Travelling Showpeople accommodation can still come forward and be assessed positively.
- To strengthen Policy H8, it is recommended that the criteria-based approach clearly sets out the circumstances in which proposals will be supported, including:
 - the scale of development sought, with explicit support for small family-based sites and yards consisting of three or four pitches/plots;
 - locational considerations, including access to services, highways safety, flood risk, and environmental constraints;
 - requirements relating to site layout, amenity, and infrastructure provision;
 - confirmation that proposals will be assessed on their planning merits, even where sites are not specifically allocated; and clarity that the policy will apply for the duration of the plan period where unmet need remains.

- Implement a corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches and plots to meet the family's accommodation needs.
- The population size and demographics of the Gypsy, Traveller, and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the cultural implications and feelings of isolation.
 - Develop a holistic vision for their work on Gypsies, Travellers, and Showpeople and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the [Equality Act 2010](#).
 - Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, and Showpeople communities.
 - In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
 - Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, and Showpeople communities.

1. Introduction

Study context

- 1.1 Mansfield District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller, and Travelling Showpeople Accommodation Assessment for the period 2025-2043. The results will be used as an evidence base to inform the Local Plan review, planning applications, and wider housing and planning policy development, including resource allocation.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, is established through national guidance contained in Planning Policy for Traveller Sites (PPTS) (MHCLG, 2024), and for boat dwellers in the DCLG's Review of housing needs for caravans and houseboats: draft guidance (March 2016). This study focuses on the accommodation needs of Gypsies and Travellers, Travelling Showpeople, and boat dwellers within the local authority area.

Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies, GTANAs recently undertaken by neighbouring and nearby authorities, and analysis of secondary data. This included analysis of the most recently published (January 2025) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey with stakeholders from the local authority and neighbouring authorities. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers and boat dwellers.
 - Consultation with Gypsies, Travellers and boat dwellers covering a range of issues related to accommodation and service needs. This key methodology generated an extensive range of data enabling accommodation needs to be assessed

Geographical context

- 1.4 Mansfield district is located in west Nottinghamshire at the heart of the United Kingdom, between Nottingham to the south, and Sheffield to the north. Of the district's 104,466 population, approximately three quarters live within the Mansfield urban area, which includes the market town of Mansfield and the distinct community of Mansfield Woodhouse.
- 1.5 The district's other main urban area is Market Warsop. It is much smaller in size than the Mansfield urban area and serves the day-to-day shopping and other service needs of communities in the northern part of the district. This includes those living in the settlements

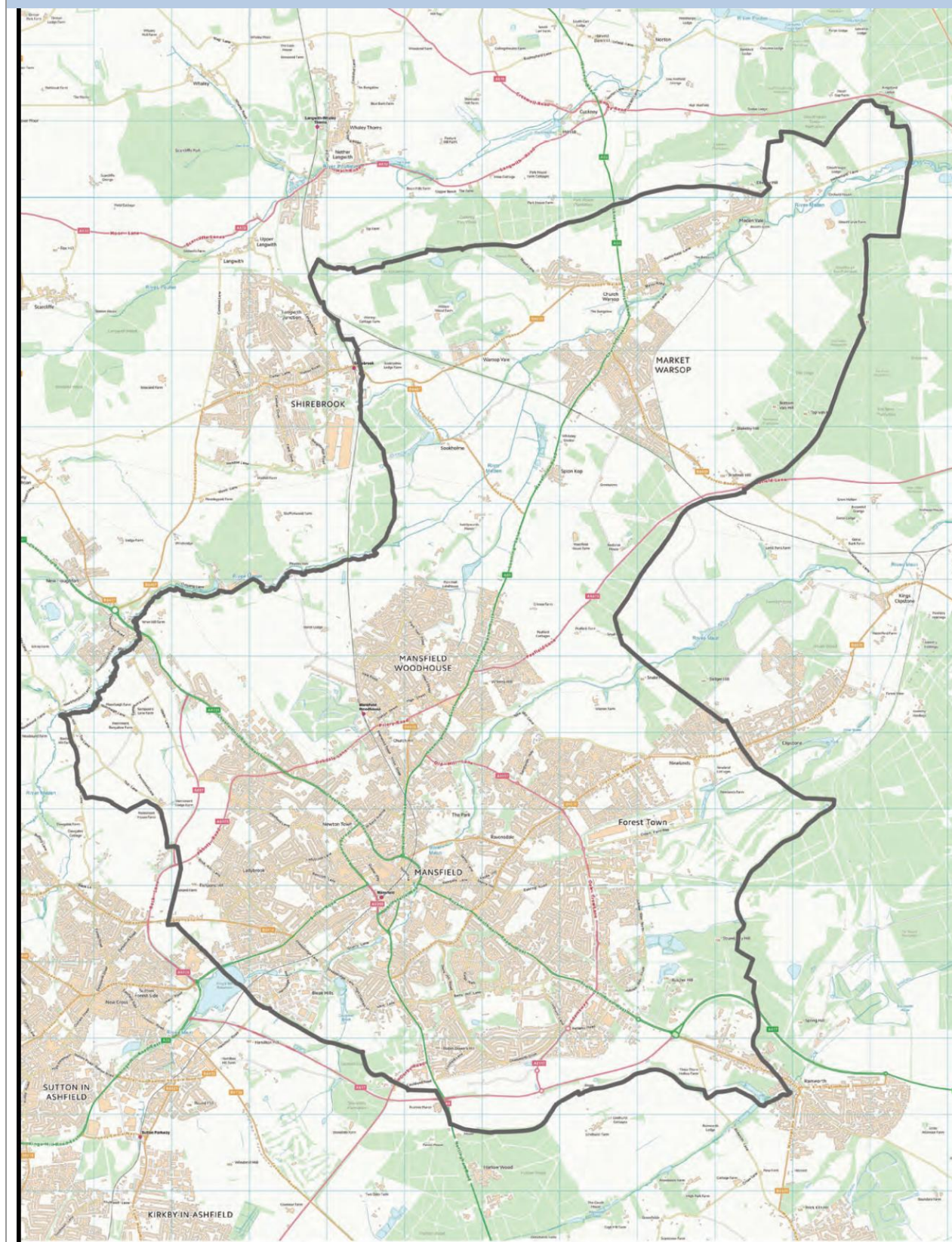
of Church Warsop, Meden Vale, Warsop Vale and Spion Kop formerly associated with the north Nottinghamshire coalfield.

- 1.6 The district is easily accessible by road from the M1 in the west, the A1 to the east and by rail via the Robin Hood Line between Nottingham and Worksop. The A617 links the Mansfield urban area with Newark, the A60 to Nottingham, Worksop and the A38 to Sutton-in-Ashfield and Derby. Whilst the Mansfield urban area itself is well served by a good local road network, and has a range of bus and rail services, accessibility is an issue for those living in the villages to the north of the district.
- 1.7 The Mansfield-Ashfield Regeneration Route (MARR) around the west and south of Mansfield was opened at the end of 2004. Not only has it improved the district's overall connectivity to the M1 and A1 east to west, the road has enhanced the long term opportunities for growth and development of the Mansfield urban area. While the road has brought about some traffic relief to parts of the town, there are some congestion hotspots at peak times on the main A617 and A60 approaching the Mansfield area, with consequential effects on local air quality. However, currently there are no Air Quality Management Areas declared.
- 1.8 Together with the narrow flood plains of the Rivers Maun and Meden, the Sherwood and the Southern Magnesian Limestone natural areas define the district's ecology, history and topography, giving the area its distinctive character. The district and surrounding areas support a rich diversity of flora and fauna, including internationally rare oak-birch woodland, heathland and grasslands. This is recognised through the designation of a number of sites of special scientific interest (SSSIs), local nature reserves (LNRs) and local wildlife sites (LWSs).
- 1.9 Overall within the district the risk of river flooding is relatively low. Nevertheless, there are localised flood risk areas across the district where a combination of river flooding and surface water run-off combine to restrict certain areas from particular types and forms of development. Equally, the eastern part of the district suffers particularly from lack of water within the river system. The restoration of flows presents a significant opportunity to enhance water quality and biodiversity within the river environment.

GTANA study area

- 1.10 A map of the GTANA study area is shown in Figure 1.1 below.

Figure 1.1 GTANA Study Area



Source: Source Mansfield Local Plan adopted 2020 p.9 (OS Survey 1000178523 2019)

2. Policy context

Introduction

- 2.1 The current policy context has been reviewed by examining existing documents to identify references to Gypsies, Travellers, Travelling Showpeople, and boat dwellers. This helps to assess how effectively local authorities are currently addressing these issues. Understanding the current position is also essential for informing future strategies aimed at meeting the accommodation and housing-related support needs of these groups.

National Policies

Planning Policy for Traveller Sites (PPTS) (December 2024)

- 2.2 The government published PPTS 2024 in December. It was previously updated in December 2023 and before that in August 2015. In PPTS 2023, the government changed the definitions of Gypsy and Traveller and Travelling Showpeople in response to a legal judgment. PPTS 2015 removed the word 'permanently' from the planning definitions of Gypsies and Travellers and Travelling Showpeople contained in PPTS 2012. This meant that local planning authorities (LPAs) were no longer obliged to consider the accommodation needs of Gypsy and Traveller and Travelling Showpeople households who had permanently ceased to travel.
- 2.3 In the 2023 update, the PPTS reverted to the definition of Gypsies and Travellers used in PPTS 2012. This change was in response to a Court of Appeal judgment in *Smith v SSLUHC & Others* (October 2022).
- 2.4 PPTS 2024 includes a revised definition of Gypsies and Travellers as set out below:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 2.5 The definition of Travelling Showpeople in PPTS was amended in 2023 with the word 'permanently' inserted after 'temporarily'. This remains the definition in PPTS 2024 which is as follows:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have

ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.¹

- 2.6 The guidance emphasises the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions

National Planning Policy Framework (December 2024)

- 2.7 According to NPPF (2024) and related planning practice guidance a sound local plan seeks, as a minimum, to meet the area's objectively assessed needs, and address "the needs of groups with specific housing requirements". The NPPF (2024) (paras. 63 and 77) refers to the need to both assess and then address the accommodation needs of those who are ethnically recognised Gypsies and Travellers (as in line with the Human Rights Act 1998 and the Equality Act 2010), both those who are covered by the definition of the PPTS 2024 and those outside of the definition. Whilst distinguishing between those who travel and do not, it emphasises the need to both assess and address the accommodation needs of all who are ethnically Gypsies and Travellers. The Human Rights Act 1998 and Equality Act 2010 protect Gypsies and Travellers' cultural and ethnic way of life, including living in a caravan.

DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)²

- 2.8 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. Although it remains in draft form, the DCLG 2016 guidance is relevant because it sets out clear government expectations on how housing needs should be assessed and reviewed, has been widely relied upon by local authorities and inspectors in practice, and is consistent with subsequent national planning policy and guidance. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:

¹ MHCLG, *Planning Policy for Traveller Sites*, December 2024.

² See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

2.9 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.

2.10 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

2.11 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

2.12 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

[Housing and Planning Act 2016](#)

2.13 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of

housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the District in caravans or houseboats. However, for planning purposes, as noted above, the MHCLG Planning Policy for Traveller Sites (December 2024) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Local Planning Policies

Mansfield District Local Plan (Adopted 2020)

2.14 Policy S8 of draft Local Plan ('Accommodation for Gypsies, Travellers and Travelling Showpeople') states that where there is a proven need for accommodation for Gypsies, Travellers or Travelling Showpeople, planning permission will be granted where both of the following criteria can be met:

1. Provision will be made to meet the accommodation needs of Gypsies and Travellers between 2013 and 2033 for a minimum of:
 - a. 2017-22: two pitches and one transit /stopping place;
 - b. 2022-33: one pitch and zero transit /stopping place; and
 - c. and any arising need for travelling show people plots.
2. The council is preparing a Gypsy and Travellers Site Allocation Development Plan Document (DPD) to allocate suitable site/s to meet the identified need set out in 1 a - c above.
3. Proposals for new sites, and extensions/improvements to existing permitted or lawful sites, will be supported where they meet the following criteria:
 - a. be located with reasonable access to a range of services, such as shops, schools, welfare facilities or public transport;
 - b. be proportionate to the scale of the nearest settlement; its local services and infrastructure;
 - c. have suitable highway access, and is not detrimental to public highway safety;
 - d. provides for adequate on-site parking and turning of vehicles as well as appropriate facilities for servicing and storage, and in the case of a show people site sufficient space for fairground equipment maintenance;
 - e. be capable of being provided with adequate services including water supply, power, drainage,
 - f. sewage disposal and waste disposal facilities;
 - g. be compatible with landscape, environment, heritage and biodiversity as well as the physical and visual character of the area;
 - h. would not significantly harm the amenities of neighbouring properties and land uses; and would be appropriately located in terms of flood risk.

4. Authorised existing and new sites will be safeguarded for Gypsy, Travellers and Travelling Showpeople groups unless they are no longer required to meet identified need.

*Gypsy, Traveller & Travelling Showpeople Options Development Plan Document (DPD)
Consultation Summary Document, July 2019*

- 2.15 The DPD Consultation Summary sets out Mansfield District Council's approach to identifying and allocating suitable sites to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople. It explains that the need identified in the 2017 GTANA and 2019 Addendum comprises one permanent site (three pitches), one transit site for 15 caravans, and two separate Travelling Showpeople sites, each requiring around 0.38 ha. Because these groups have distinct cultural requirements, sites will not be co-located, meaning four separate allocations are required
- 2.16 The Council describes the extensive process used to identify and assess land. Following a 2018 "call for sites", 122 sites were considered, of which 81 proceeded to detailed assessment and site visits. A staged methodology was applied that included discounting land with insurmountable constraints, undertaking in-depth assessments of reasonable alternatives, and commissioning both a Sustainability Appraisal and a Feasibility and Viability Assessment. This process resulted in 15 potential site options, summarised with maps, assessment conclusions, appraisal outcomes and questions for consultees across pages 6–22 of the document

Duty to cooperate and cross-border issues

- 2.17 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross-boundary matters. Also, the need for councils to cooperate reflects the characteristic that Gypsy and Traveller travelling patterns transcend local authority borders.
- 2.18 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has specific development constraints across its area.
- 2.19 As part of this assessment consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.

Bassetlaw GTANA 2022

- 2.20 The GTANA report, undertaken by RRR Consultancy Ltd, sets out Gypsy, Traveller and Travelling Showpeople accommodation needs for Bassetlaw District Council in 2019, followed by an update in 2022. The update found that there is a need for a further 38 pitches (based on PPTS 2015) over the period 2022-2037 in Bassetlaw, or 48 Gypsy and Traveller pitches (based on the ethnic identity definition). The main drivers of accommodation need are from family units on unauthorised developments requiring residential pitches in the area, new family formations, and family units in housing but with a psychological aversion to housed accommodation. However, the accommodation needs figures are contingent on land which previously operated as an authorised private site being brought back into use.

Derbyshire and East Staffordshire GTANA 2024

- 2.21 The GTANA was undertaken by RRR Consultancy Ltd on behalf of thirteen partners, including the Derbyshire Gypsy Liaison Group, and covered a wide geographical study area. It drew on a wide range of primary and secondary data including: face-to-face surveys of Gypsies and Travellers, a literature review, secondary data analysis, and stakeholder consultation through focus groups and interviews. In total, 112 interviews were undertaken with families on authorised pitches as well as interviews with 22 families living in bricks and mortar accommodation, 19 residing on unauthorised encampments, 9 on unauthorised developments, 5 on transit sites and 29 Travelling Showpeople families. The GTANA determined over the 20-year period 2014-34 there is a need for 134 residential pitches, 4 transit sites/emergency stopping places, and 13 Travelling Showpeople plots.

Greater Nottinghamshire and Ashfield GTANA 2022

- 2.22 In 2021 the local authorities of Ashfield District Council, Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council, and Rushcliffe Borough Council commissioned RRR Consultancy Ltd to undertake a Gypsy and Traveller Accommodation Assessment (GTANA) for the period 2020-2038. This includes the accommodation assessment need of Gypsies, Travellers, Showpeople and boat dwellers.
- 2.23 The assessment identified a need of 33 pitches in relation to households who meet the PPTS (2015) definition i.e. who have not permanently ceased to travel, and an accommodation need of 48 pitches in relation to households who do not meet the PPTS definition but who are ethnically recognised as Gypsies and Travellers. It also identified a need for 44 additional Travelling Showpeople plots over the same period and a need for approximately 50 additional permanent moorings.
- 2.24 In relation to transit provision, the GTANA recommended the adoption of a negotiated stopping policy, which involves caravans being sited on suitable, specific ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal, and toilets. RRR Consultancy is in the process of updating the Gedling GTANA.

Mansfield GTANA 2017

- 2.25 The 2017 GTANA (undertaken by *RRR Consultancy*) quantified the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites, and bricks and mortar accommodation for the period 2017-2033. It found that a further 3 Gypsy and Traveller pitches, 0 Travelling Showpeople plots, and 1 transit/emergency stopping place is needed over the period 2017-2033 throughout the district. It estimated that any future accommodation need for the period 2017-2033 will consist of a new small family site or extensions to the sites required during the first 5-year period 2017-2022. This GTANA informed the Mansfield Local Plan and was accepted as robust and reliable during examination of the Plan. This assessment is an update for the 2017 assessment.

Newark and Sherwood GTANA 2020

- 2.26 According to the GTANA Newark and Sherwood accommodates a large Gypsy and Traveller population compared to many other local authorities. The GTANA states that there is a need for 118 that met the PPTS (2015) definition, 0 to 25 unknown, and 30 that do not meet the definition for additional pitches for 2019-34. The assessment states no known supplies or needs for Travelling Showpeople.

Summary

- 2.27 Planning Policy for Traveller Sites (December 2024) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the MHCLG Planning Policy for Traveller Sites (December 2024) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.28 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is good practice to have regard to GTANAs undertaken by neighbouring local authorities. Recent assessments in the wider area indicate that accommodation needs continue to arise regionally. However, while recent GTANAs undertaken by neighbouring authorities are reviewed for contextual purposes, they do not alter the accommodation need identified for this authority. The GTANA calculates locally arising need, based on households residing in or with a demonstrable connection to the area. Cross-boundary redistribution of unmet need is a matter to be addressed through the Duty to Cooperate and planning processes, rather than by adjusting the objectively assessed need figure.

3. Trends in the population levels of Gypsies and Travellers

Introduction

- 3.1 This chapter provides an overview of the national and local evidence relating to the size, distribution and characteristics of Gypsy, Traveller and Travelling Showpeople populations. It begins by examining the Government's Traveller Caravan Count, the only long-running national dataset on caravan numbers, and considers its strengths, limitations and recent trends. The chapter then draws on Census data, population estimates and local authority monitoring to build a fuller picture of the Traveller population in Mansfield, including those living in caravans, on authorised and unauthorised sites, and in bricks-and-mortar accommodation. By combining these sources, the chapter establishes the demographic and spatial context that underpins the assessment of accommodation need in later sections of the report.

MHCLG Traveller Count

- 3.2 The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the Government's National Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the Ministry for Communities and Local Government (MHCLG) on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting accommodation need.
- 3.3 Although the duty to provide sites was removed in 1994³, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the fluctuating number and distribution of unauthorised encampments. Some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople. Also, where authorities have not registered a count, figures are imputed, which may lead to inaccuracies.
- 3.4 Significantly, the count is only of caravans (tourer and static caravans) and so Gypsies and Travellers residing in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.

³ The Caravan Sites Act 1968 placed a duty on councils and districts to provide accommodation for Gypsies residing in and resorting to their areas but was repealed by the Criminal Justice and Public Order Act 1994.

- 3.5 Despite concerns about accuracy, the count is a useful indicator because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.6 The MHCLG Count includes data concerning Gypsy and Traveller sites⁴. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this Chapter includes data from the last six counts from January 2022 to January 2025.

Population of Gypsies and Travellers

- 3.7 The total Gypsy and Traveller population residing in the UK is unknown although the government estimate there to be between 100,000 and 300,000 Gypsy and Traveller people⁵. There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for DCLG (2007)⁶ suggests that at least 50% of the overall Gypsy and Traveller population are now residing in permanent housing⁹.
- 3.8 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for MHCLG. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The January 2025 Count (the most recent figures available) indicates a total of 27,273 caravans.
- 3.9 Applying an assumed three person per caravan⁷ multiplier would give a population of 81,819 persons residing in caravans. Doubling this to allow for the numbers of Gypsies and Travellers in housing,⁸ gives a total population of 163,638 persons for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.10 According to Niner⁹, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of other types of Gypsies and Travellers including Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India. Also, in the

⁴ Data regarding Travelling Showpeople are published separately by the DLUHC as 'experimental statistics'.

⁵ House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

⁶ Department for Communities and Local Government (DCLG) Gypsy and Traveller Accommodation Needs Assessments Guidance (2007)

⁷ Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

⁸ Ibid.

⁹ Pat Niner Counting Gypsies & Travellers: *A Review of the Gypsy Caravan Count System*, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>

early 1990s Roma started to arrive from the new EU countries, particularly the Czech Republic, Poland, Romania and Slovakia.

- 3.11 Importantly, Romany Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. This means that they have the right to be free from racial harassment and discrimination. All public sector organisations have a positive duty under the law to eliminate racial discrimination and promote equality of opportunity, which includes Romany Gypsies and Irish Travellers.
- 3.12 The 2021 national census included the category of ‘Gypsy or Irish Traveller’ in the question regarding ethnic identity. Table 3.1 below shows the total population and Gypsy and Traveller population in the Mansfield local authority area (although it is acknowledged that Census figures may underestimate the Gypsy and Traveller population¹⁰). It shows that at the time of the 2021 Census, there were 89 people recorded as Gypsies and Travellers residing in the Mansfield local authority area, representing around 0.08% of the usual resident population. This is below the average for England of 0.11%.

Table 3.1 Gypsy and Traveller Population (2021)

	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Mansfield	110,482	89	0.08%

Source: ONS 2025

- 3.13 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2021 Census data, Table 3.2 shows the housing type of 32 Gypsy and Traveller households residing in the Mansfield local authority area. Please note that Table 3.2 is based on the number of households that completed the 2021 Census rather than the number of Gypsy and Traveller households living in the local authority area. The data shows that, within the Mansfield local authority area, all Gypsy and Traveller households are currently living in bricks-and-mortar accommodation, with no households recorded as residing in caravans or other mobile homes. This contrasts sharply with both the East Midlands and England as a whole, where a meaningful proportion of Gypsy and Traveller households continue to live in caravans or mobile homes. Across the East Midlands, 17% of households are recorded in caravan-based accommodation, rising to 20% nationally.
- 3.14 Mansfield therefore appears to have a fully bricks-and-mortar-based population, in contrast to wider regional and national patterns. This may reflect a number of local factors, including the absence of authorised Traveller sites in the district, historic movement into settled accommodation, and limited opportunities for households wishing to live on sites. It also highlights the likelihood that hidden need exists within Mansfield, as households living in bricks and mortar may still have a cultural tradition of nomadism or may prefer caravan-based accommodation if suitable pitches or plots were available.

¹⁰ House of Commons Library Briefing Paper Number 08083, ‘Gypsies and Travellers’ 9 May 2019.

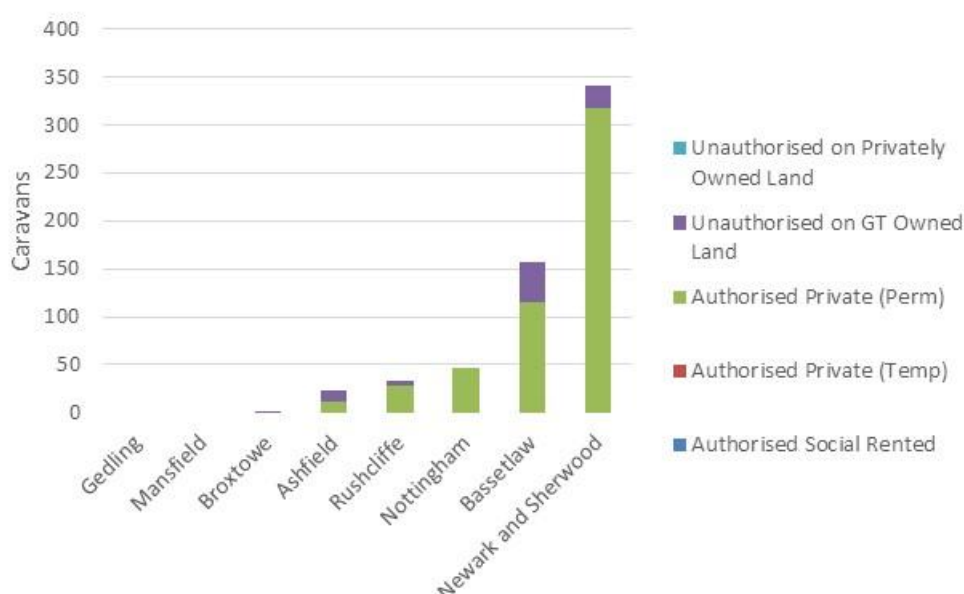
Table 3.2 Gypsy and Traveller households by accommodation type

	A caravan or other mobile home		Bricks and mortar accommodation		Total	
	No.	%	No	%	No	%
Mansfield	0	0%	32	100%	32	100%
East Midlands	264	17%	1,255	83%	1,520	100%
England	4,598	20%	17,868	80%	22,466	100%

Source: NOMIS 2025

- 3.15 Figure 3.1 shows the Mansfield Traveller Caravan Count in the context of the Nottinghamshire local authorities. As the chart below shows, there is some variation in the number of caravans recorded in each local authority. The January 2025 Caravan Count shows that no caravans were recorded in Mansfield, either on authorised sites or on unauthorised land.
- 3.16 This contrasts with several neighbouring authorities where significant authorised private provision exists, particularly in Newark & Sherwood and Bassetlaw. Mansfield therefore appears to have no local Gypsy and Traveller site provision and no recorded roadside activity at the time of the count. While this may indicate low visible activity, it is also likely to reflect the absence of authorised accommodation options within the district, meaning that households with a cultural tradition of nomadism may be living in bricks-and-mortar housing or locating to sites in other areas.

Figure 3.1 Caravans in Nottinghamshire local authorities Jan 2025

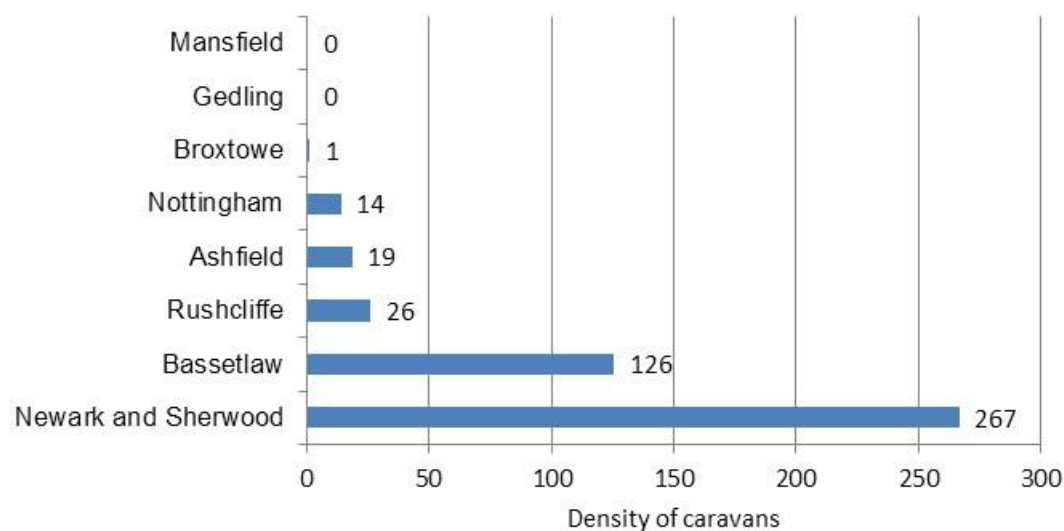


Source: MHCLG Traveller Caravan Count, Jan 2025

- 3.17 Similarly, Figure 3.2 shows that when the population is taken into account, the density of caravans varies widely. Mansfield (0 caravans per 100,000 population), Gedling (0), Broxtowe (1), Nottingham (14), Ashfield (19), and Rushcliffe (26) are below the average of

56 caravans per 100,000 population. In contrast, Bassetlaw (126 caravans per 100,000 population) and Newark and Sherwood (267) are above it.

Figure 3.2 Caravans in Nottinghamshire local authorities adjusted for population, January 2025



Source: MHCLG Traveller Caravan Count, Jan 2025

MHCLG data on authorised and unauthorised sites

- 3.18 The Caravan Count data for Mansfield from January 2022 through to January 2025 shows a consistent pattern of zero caravans recorded across all categories. No authorised caravans were reported on socially rented sites or on privately funded sites with either temporary or permanent planning permission. Likewise, no unauthorised caravans were recorded on Traveller-owned land or on land not owned by Travellers, whether tolerated or not tolerated. This stable four-year period of zero recorded caravans suggests that there has been no visible Gypsy or Traveller presence living in caravans within the district during this time.
- 3.19 The absence of recorded caravans does not necessarily indicate an absence of need. Instead, it is likely to reflect the lack of authorised site provision within Mansfield, meaning that households who would prefer to live on a site may be residing in bricks-and-mortar accommodation or locating to sites in neighbouring authorities where provision exists. It also raises the possibility of concealed or displaced households who are not captured by the biannual count. Further engagement with local services and nearby authorities will therefore be important to understand whether there is underlying need that is not reflected in the caravan count returns.

Local authority data on caravans on unauthorised pitches

- 3.20 The local authority reports that unauthorised encampments do occur within Mansfield District, although they are not concentrated in specific locations. Since 2022, a total of 25 separate encampments or groups have been recorded across the district. These have taken place on a range of land types, including private land, council-owned car parks and open spaces,

indicating a dispersed pattern rather than repeated occupation of the same sites. In addition, there is a long-standing encampment in Mansfield Woodhouse associated with fairground families that is occupied year-round.

- 3.21 The dispersed nature of unauthorised encampments suggests that activity is mainly transitory rather than indicative of sustained pressure on particular sites. However, the total number of encampments recorded since 2022 indicates ongoing unmet accommodation needs, particularly for households requiring short-term stopping places. The presence of a permanent encampment associated with fairground families also highlights the need to distinguish between transient unauthorised encampments and longer-term, settled arrangements that may warrant separate consideration within accommodation planning.

Pitches within the study area

- 3.22 Recent site visits confirm that Mansfield contains one unauthorised Gypsy and Traveller pitch, with no authorised pitches currently available in the district. This single unauthorised pitch represents the only known caravan-based accommodation in Mansfield and highlights the absence of formal site provision locally. The lack of authorised pitches suggests that Gypsy and Traveller households may have limited options within the district, which may result in reliance on unauthorised development or displacement to neighbouring areas where authorised sites exist. This position indicates a need to consider whether appropriate provision should be planned for to address both existing and potential future need.

Travelling Showpeople

- 3.23 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot. It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. Local authority data and recent yard visits confirm that Mansfield contains two authorised yards with eight plots. .

Summary

- 3.24 This chapter summarises national and local evidence on the size and characteristics of Gypsy, Traveller and Travelling Showpeople populations. It outlines the role of the Government's Traveller Caravan Count, which, despite its limitations, remains the only consistent national indicator of caravan numbers. The chapter also uses Census data, population estimates and local authority monitoring to provide a fuller picture of the Traveller population in Mansfield.
- 3.25 Nationally, a large proportion of Gypsies and Travellers now live in bricks-and-mortar accommodation, and this pattern is reflected locally. The 2021 Census recorded 89 Gypsy or Irish Traveller residents in Mansfield, and all responding households were living in housing

rather than caravans. Caravan Count data from 2022 to 2025 similarly shows no authorised or unauthorised caravans in the district. This absence of recorded caravans likely reflects the lack of authorised site provision rather than an absence of need, indicating the potential for concealed or displaced households.

- 3.26 Local authority data confirms limited provision in Mansfield: there is one unauthorised Gypsy and Traveller pitch and no authorised pitches, alongside two authorised Travelling Showpeople yards with eight plots. Overall, accommodation options in the district are very restricted, and the evidence points to a need for further consideration of appropriate future provision.

4. Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in October 2025 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The aim was to obtain both an overall perspective on issues facing Gypsies and Travellers, and an understanding of local issues that are specific to the study area.
- 4.2 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate, an online survey was undertaken with stakeholders and representatives from Mansfield DC, as well as neighbouring local authorities. There were six responses to the online stakeholder survey, including those from Bassetlaw District Council, Bolsover District Council, Mansfield District Council, Newark & Sherwood District Council, Nottinghamshire County Council and a stakeholder from the Gypsy and Traveller representative organisation Friends, Families and Travellers.
- 4.3 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of responses and highlights the main points that were raised.

Accommodation

- 4.4 According to stakeholders, there is a continuing shortage of suitable accommodation for Gypsies, Travellers and Travelling Showpeople in the county. This includes the limited availability of allocated land with basic supporting infrastructure, such as showers. This limits households' ability to maintain a mobile lifestyle and is a national issue, not one confined to the local area. Stakeholders highlight an overall lack of permanent and transit site provision, particularly publicly funded sites, and note that existing sites often suffer from poor maintenance, unsuitable locations and overcrowding, with families doubling or tripling up on single pitches. Respondents also report that Gypsy and Traveller communities are not consistently involved in site design or adequately supported through the planning process, and that planning applications are not always fully supported by local authorities. These issues are viewed as widespread and persistent across all areas, with a key challenge being the identification of suitable, sustainable land for new provision.
- 4.5 The main drivers of new accommodation need centre on household growth and overcrowding within existing family units. Respondents highlight that many plots are currently overcrowded, with hidden or extended family members seeking their own residential space. New household formation, both from young adults within existing families and through wider demographic change, is identified as the largest contributor to future need.

- 4.6 A further driver is the presence of concealed, doubled-up households and those living on unauthorised or temporary sites, all of which indicate unmet demand for suitable permanent provision. Stakeholders also emphasise the need for culturally appropriate accommodation, noting that many Gypsies and Travellers are forced into bricks-and-mortar housing due to the lack of site availability. This includes households that may not be visibly present on sites but still require appropriate accommodation options and should be engaged as part of any GTANA. Overall, stakeholders stated that the drivers reflect a combination of family growth, lack of authorised provision, and unmet cultural housing needs within the Gypsy and Traveller community.

New provision

- 4.7 Stakeholders broadly agree that new provision should be located close to existing Traveller communities, reflecting the fact that accommodation needs arise largely from family growth and the desire to remain near established support networks. Local plan policy also plays a central role in guiding where provision should be focused, with respondents emphasising that allocations should align with areas with good access to services, facilities, infrastructure, and employment opportunities.
- 4.8 Provision for animals, including appropriate shelter, grazing land and sanitation, can be an important consideration when designing authorised sites, particularly where households keep horses. Adequate facilities can help reduce pressure on surrounding land and mitigate the risk of unauthorised use.
- 4.9 The inclusion of basic play facilities for children was also highlighted as important, with one stakeholder noting that a lack of child-friendly provision on authorised sites can contribute to dissatisfaction and, in some cases, to unauthorised encampments where suitable facilities are not available.
- 4.10 Some respondents note that meaningful decisions about location must involve direct input from Gypsy and Traveller communities, as only community members can determine what locations best meet their needs. Others highlight that, in practice, new provision is directed to the areas identified through the Local Plan's site allocation process, which aims to concentrate growth in sustainable locations while recognising existing clusters of Traveller sites.
- 4.11 Overall, the responses stress the importance of locating new accommodation in sustainable, well-served areas, ideally linked to existing sites, and developed in partnership with the communities who will live there.

Barriers to new provision

- 4.12 According to a County Council stakeholder, a significant number of households seeking stopping arrangements or permanent provision are unable to secure suitable accommodation, with high refusal rates for pitch applications across the county, particularly

affecting households who do not actively travel but still meet the definition of Gypsy or Traveller.

- 4.13 The main barriers to delivering new sites and yards, or expanding existing ones, relate primarily to land availability and deliverability. Respondents highlight a persistent shortage of suitable land being released by landowners and note that the wider land market does not effectively cater for Traveller accommodation needs. This is compounded by challenges in identifying locations with good access to services and infrastructure.
- 4.14 Stakeholders from throughout the subregion also emphasise limited local authority support within the planning process, including reluctance to back applications, concerns about managing sites in-house, and the impact of public opposition and negative media coverage. These factors make it difficult for proposals to progress through the planning process. Additionally, respondents point to insufficient engagement with Gypsy and Traveller communities throughout the county, including a lack of meaningful consultation on design and management arrangements, and the absence of long-term maintenance planning for new or expanded sites.
- 4.15 While there may be a stated willingness to support Gypsy and Traveller accommodation needs, this can be undermined by local opposition and wider cultural discrimination, including resistance within both local and national political contexts and the influence of negative media coverage on public attitudes towards site provision. Taken together, these issues create significant barriers to delivering the required level and quality of provision.

Travelling

- 4.16 Stakeholders report a mixture of travel patterns by Gypsy, Traveller and Travelling Showpeople communities across the county, although there is little evidence of regular travelling among households residing permanently within some districts. The most commonly noted movement relates to transit through the area en route to major cultural events, particularly the Appleby Horse Fair. According to a Mansfield District Council stakeholder, travelling in the district tends to occur earlier in the year and increases from spring through to summer, when households are moving around the country to attend events, with the area primarily experiencing pass-through movement rather than long-term stays.
- 4.17 Families often travel within regional clusters, moving to support or stay with relatives for short-medium- or longer-term periods, including on transit sites. Travelling patterns are shaped by a combination of cultural traditions, social and economic factors, and the use of established family and community networks. Strong ties exist between sites, locally, regionally, and across Scotland, England, and Wales.
- 4.18 Short-term increases in population can occur during significant community events, such as weddings, funerals or other celebrations. In some cases, this has involved using roadside or unauthorised stopping places, with proximity to major transport routes often influencing

where households stop. Travelling Showpeople follow distinct patterns, typically remaining at their winter quarters during the off-season, where equipment and caravans are stored.

- 4.19 Where travelling does occur, it is typically linked to work, cultural activities, fairs, festivals and religious events, with peak movement during the summer travelling season, often in July. Patterns generally align with the national picture, with common north–south routes and some east–west travel. Respondents also emphasise that different groups—Romany Gypsies, Irish Travellers, New Travellers and Travelling Showpeople—have distinct travel habits, and that local authorities can better understand these by engaging directly with communities to identify routes, seasonal movements and the likely need for transit or negotiated stopping arrangements. Overall, travelling in the area appears to be seasonal, purpose-driven, and mainly associated with cultural events and work, rather than indicative of significant net in-migration, whilst another stated that it has led to a loss of cultural right to travel.
- 4.20 Most stakeholders reported no recent increase in unauthorised encampments in their local authority area, and in some cases noted that such encampments are either infrequent or not occurring at all. However, according to a representative from Mansfield District Council, unauthorised encampments have increased in the district since the COVID-19 pandemic. According to a stakeholder from a neighbouring authority, their GTANA evidence indicates no growth in unauthorised activity, with only a small number of encampments linked to ongoing unmet permanent accommodation needs. Where transitory encampments have been identified, they tend to be occasional rather than a regular feature.
- 4.21 One respondent, drawing on experience from a different local area, highlighted that unauthorised encampments can be significantly reduced through assertive outreach, collaborative work between local authorities and support organisations, and the availability of both permanent and transit provision. According to another stakeholder, some households may settle intermittently or move between sites to support family members locally, nationally or abroad. Recognising and responding to this cultural diversity and range of living patterns is essential to ensuring that accommodation provision is appropriate, inclusive and effective. Overall, the responses suggest that unauthorised encampments are currently rare, with limited evidence of upward trends, although the provision of suitable authorised accommodation remains important in preventing future unauthorised activity.
- 4.22 Stakeholder views on the need for transit provision vary, but several common themes emerge. Some respondents report no evidence of a need for a transit site in their local area, particularly where negotiated stopping arrangements are considered more appropriate. In Derby and Derbyshire, the GTANA recommends a negotiated stopping policy as the primary response to transit needs, with transit sites considered only as a secondary option.
- 4.23 Other respondents note that there is a long-recognised need for some form of transit provision at a county-wide level, although attempts to secure agreement across authorities have not yet been successful. One stakeholder highlights positive outcomes in East Sussex, where two transit sites located on key travel routes are regularly used and have helped

manage seasonal movement. Overall, responses reflect a mix of local circumstances: some areas experience minimal transit activity and favour negotiated stopping, while others recognise a broader county-level need but have faced challenges in delivering new transit provision.

Relations with the settled community

- 4.24 Stakeholders report that relationships between Gypsies, Travellers, Travelling Showpeople and the settled community throughout the county vary, but are often sensitive and sometimes fragile. While relationships vary, tensions and difficulties can arise among different travelling community groups, affecting overall community relations. Some areas with small family sites experience no major ongoing issues, occasional anti-social behaviour can arise, as in any community. Several respondents highlight that tensions are frequently shaped by perceptions within the settled population, which can be influenced by negative media coverage and misunderstandings about Traveller lifestyles.
- 4.25 According to one stakeholder, relationships between Gypsies and Travellers with local authorities throughout the county are often limited, influenced by stigma, negative public perceptions and the legacy of historical discrimination. This can lead to low levels of trust and engagement, and a reliance on enforcement-led responses when unauthorised encampments occur. A lack of understanding of Gypsy and Traveller family structures, traditions and nomadic lifestyles was seen to contribute to stereotypes, stigma and mistrust, which can be amplified through social media. Long-standing marginalisation can lead to hostility, particularly when communities seek to assert their rights through the planning system.
- 4.26 A recurring theme is that relationships are weakened when local authorities do not actively support engagement or when Gypsy and Traveller families feel set against the planning system. Respondents note that improved communication, fair decision-making, and meaningful opportunities for dialogue would help strengthen relationships. Overall, while coexistence is possible and often peaceful, the relationship can become fractured without proactive support, accurate information, and effective community engagement.
- 4.27 According to stakeholders, relationships between Gypsies, Travellers, Travelling Showpeople and the settled community are mixed but often strained. Misconceptions, myths and mutual mistrust continue to undermine positive interaction, and these issues can be reinforced by limited engagement or a lack of meaningful involvement in local processes. One respondent felt unable to comment, suggesting that some professionals may not have sufficient oversight of community relations. Another stated that a barrier is opposition from local communities and businesses, frequently evidenced by numerous complaints when encampments arise. These responses are often shaped by negative perceptions and assumptions about behaviour, which can pose challenges to the implementation of new or extended provision. At the same time, there is recognition that strong and constructive relationships are possible where local authorities engage positively, challenge misinformation, and work collaboratively with communities.

Service needs of the Gypsy and Traveller community

- 4.28 Stakeholders were asked if they were aware of any health, education or other service needs amongst the Gypsy and Traveller community. Overall, stakeholders reported no evidence of widespread or systemic barriers to Gypsies and Travellers throughout the county accessing core services, particularly health care and education, with most households registered with GPs and children generally attending school.
- 4.29 However, stakeholders identified several important themes that can affect access and engagement. These included the location and condition of sites, with poorly located or physically constrained sites making it harder for services to visit and for residents to access facilities. Some stakeholders also highlighted instances of discrimination or service providers' reluctance to attend sites, and lower levels of trust and confidence in mainstream services among communities that feel poorly integrated. While these issues do not affect all households, they can create practical and perceptual barriers to engagement where suitable, well-located site provision is lacking.
- 4.30 Access to health services, including GP practices, generally occurs when there is a specific health need, or where support is required for a child or vulnerable individual. While access to secondary education is improving in some cases, stakeholders noted that a minority of young people continue to experience difficulties engaging with education, with some not in education, employment or training (NEET).
- 4.31 Changes in safeguarding requirements have altered traditional pathways through which skills were passed from older to younger generations, meaning that young people are less able to learn informally alongside parents or guardians. Where suitable education, training or youth programmes are limited, this can contribute to disengagement and, in some cases, anti-social behaviour. According to one stakeholder, oral health services were consistently identified as an area of unmet need, with access described as particularly challenging.
- 4.32 One stakeholder highlighted the use of inclusive, trust-building approaches in Nottinghamshire as a key strength, particularly where services offer flexible access and work to foster positive relationships between Gypsy and Traveller communities and service providers. Both statutory and voluntary services were described as showing a willingness to engage, with progress often achieved through small, incremental improvements and an emphasis on listening to community perspectives. Where constructive and supportive dialogue has been established, positive outcomes have been reported.
- 4.33 In contrast, it was noted that long-standing marginalisation, segregation and negative stereotypes can undermine trust in authorities across the county, particularly where experiences of enforcement or eviction have shaped perceptions. In these circumstances, enforcement-led approaches were seen as a barrier to cooperative problem-solving and effective engagement.

- 4.34 A further barrier relates to awareness and confidence. Some individuals may not know what services are available or how to access them, and may feel uncomfortable completing forms or navigating administrative processes. Improving access therefore requires better information, clearer signposting, and support that builds confidence. Ensuring that sites are provided in appropriate locations, and promoting stronger integration between communities and local services, would also help reduce obstacles and improve equitable access.

Agency and organisation collaboration

- 4.35 Stakeholders report that coordination between local authority departments and service providers varies considerably. Some authorities highlight established mechanisms for cooperation, such as undertaking GTANAs every five years and engaging with neighbouring councils through the Duty to Cooperate. These processes help align accommodation planning and ensure needs are considered strategically. One neighbouring local authority states that it makes active efforts to engage directly with Traveller communities, although it recognises that some key services—particularly health and education—fall outside its control and could be better integrated.
- 4.36 One stakeholder highlighted positive outcomes from partnership working with Newark and Sherwood District Council, particularly for residents living in the Tolney Lane area. The Community Development Team has established constructive relationships with the local Gypsy and Traveller community, including collaborative work on flood response alongside planning and enforcement teams. A range of community and educational initiatives, such as a mini police programme, have been delivered successfully through the GRT partnership.
- 4.37 However, there is scope to strengthen coordination between local authorities across Nottinghamshire and Nottingham City in order to better meet the needs of Gypsy, Traveller and Travelling Showpeople communities. In many cases, services were described as working in relative isolation, constrained by individual roles, responsibilities and capacity. However, respondents also identified growing interest in partnership working, with emerging communication networks between some local authorities and health providers aimed at improving engagement and identifying opportunities for joint support. Local networks were reported to be linking into national forums that share good practice, and stakeholders suggested that a shared learning forum or dedicated facilitator would help build on this momentum and enhance service delivery.
- 4.38 A stakeholder from a neighbouring authority felt that, in general, coordination across services in their local authority area is limited, with many departments not communicating or working effectively to meet the needs of Gypsy, Traveller and Travelling Showpeople communities. According to a stakeholder from Mansfield District Council, coordination occurs primarily at an informal, officer-led level, focused on signposting and practical support, rather than through established cross-service structures or strategies. Whilst one respondent was uncertain about the extent of coordination between local authority departments and service providers, they explained that their team supports communities by signposting to local groups and providing information on emergency medical services.

Good practice

- 4.39 Most respondents were not aware of specific examples of good practice relating to meeting the needs of Gypsy, Traveller and Travelling Showpeople communities. One respondent felt unable to answer due to the nature of their role. However, one contribution highlighted that useful examples do exist, pointing to resources published by Friends, Families and Travellers (FFT) and the work of specialist outreach services such as the Julian House Travelling Communities Service operating in Wiltshire and Bath & North East Somerset. Positive practice within parts of the NHS was also noted, particularly where trusted professionals such as health visitors and midwives engage directly and consistently with Traveller families. These examples suggest that locally tailored, relationship-based services can be effective models for wider adoption. One stakeholder suggested that local authorities should ensure that accommodation needs assessments adopt a culturally appropriate and sensitive approach, recognising the diversity that exists within Gypsy, Traveller and Travelling Showpeople communities and the wide range of demographic and lifestyle needs that this entails.

Summary

- 4.40 Stakeholder consultation undertaken in October 2025 highlights a persistent shortage of suitable accommodation for Gypsies, Travellers and Travelling Showpeople across the county. Respondents consistently identified limited permanent and transit provision, overcrowding on existing sites, poor site condition and location, and difficulties securing suitable land as key issues. These challenges were viewed as longstanding and structural, rather than localised, and are compounded by limited community involvement in site design.
- 4.41 The main drivers of new accommodation need were identified as household growth, overcrowding, concealed and doubled-up households, and a lack of authorised provision, which in some cases forces households into bricks-and-mortar accommodation that does not reflect cultural preferences. Stakeholders emphasised the importance of recognising the diversity of needs within Gypsy, Traveller and Travelling Showpeople communities, including those who travel intermittently, require transit provision, or live in settled housing.
- 4.42 Travelling patterns were described as variable and largely seasonal, often linked to work, cultural events and family networks, with Mansfield primarily experiencing short-term, pass-through movement. Unauthorised encampments were generally reported as infrequent, although an increase has been noted locally since the COVID-19 pandemic. Views on transit provision varied, with some areas favouring negotiated stopping and others recognising a broader county-level need.
- 4.43 Relationships between Gypsy and Traveller communities and the settled population were described as mixed and sometimes fragile, influenced by stigma, negative media coverage and limited engagement. While stakeholders reported no widespread systemic barriers to accessing core services, issues around site location, confidence, awareness, discrimination and trust were identified as affecting engagement. Inter-agency coordination was seen as

inconsistent, with some good strategic working but reliance in many areas on informal, officer-led approaches. Only limited examples of good practice were identified, typically involving specialist outreach services and relationship-based engagement.

5. Gypsies and Travellers consultation

Introduction

- 5.1 This chapter provides a snapshot of households residing in the study area at the time of the survey and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller households.

Methodology

- 5.2 This section of the assessment focuses on the consultation with Gypsies and Travellers. It included questions regarding issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, and management of current sites and pitches, occupancy of existing pitches, and accommodation needs.
- 5.3 The number and location of pitches were determined using local authority data. There is one unauthorised development site with one pitch in Mansfield.
- 5.4 All efforts were made to access households residing in bricks and mortar accommodation. The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
 - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews.
- 5.5 However, it was not possible to consult with any households residing in bricks and mortar accommodation. As such, an alternative method of determining the accommodation needs of Gypsy and Traveller households residing in bricks and mortar accommodation was applied (see step 14 below).

Existing Supply

- 5.6 Based on local authority data and site visits, there is one unauthorised site consisting of one pitch in the Mansfield local authority area.

Accommodation Need 2025-2030¹¹

- 5.7 The need for residential pitches in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. Although originally set out in DCLG (2007), the 14-step model remains the most widely used and Inspector-tested framework for assessing Gypsy and Traveller

¹¹ Please note that due to rounding column totals may differ slightly from row totals

accommodation need and has been applied here using up-to-date survey, Census and administrative data to ensure a robust and transparent assessment.

- 5.8 The results of this are shown in Table 5.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The table focuses on the first five-year period, as this represents the core assessment timeframe set out in DCLG (2007) guidance, for which survey data and supply assumptions are most robust, with longer-term need addressed separately through projections later in the report.

Table 5.3: Estimate of the need for permanent residential site pitches: 2025-2030

1) Current occupied permanent residential site pitches	Need 0
Current residential supply	
2) Number of unused residential pitches available	0
3) Net number of households on sites expected to leave the area in next 5 years	0
4) Number of households on sites expected to move into housing in next 5 years	0
5) Residential pitches planned to be built or to be brought back into use in next 5 years	0
Total Additional Supply	0
Current residential need	
6) Seeking permanent permission from temporary sites	0
7) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 11	0
8) Households on transit pitches requiring residential pitches in the area	0
9) Households on unauthorised encampments requiring residential pitches	0
10) Households on unauthorised developments requiring residential pitches	1
11) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area.	0
12) Net new households expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing households	0
14) Households in housing but with a need for a pitch	5
Total Need	6
Balance of Need and Supply	
Total Additional Pitch Requirement	6

Source: GTANA 2025

Requirement for residential pitches 2025-2030: steps of the calculation

- 5.9 Information from the Council and the census plus evidence from the survey was used to inform the calculations including:
- The number of Gypsies and Travellers housed in bricks and mortar accommodation
 - The number of existing Gypsy and Traveller pitches
 - The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
 - The number of unauthorised developments (during the survey period)
 - The number of temporary pitches
 - The number of vacant pitches
 - The number of planned or potential new pitches
 - The number of transit pitches

- 5.10 The remainder of this chapter describes both the process and results of the Gypsy and Traveller accommodation needs calculations.

Supply of pitches

Step 1: Current occupied permanent site pitches

- 5.11 Based on information provided by the council and corroborated by site visits, there are currently 0 occupied pitches in the study area.

Step 2: Number of unused residential pitches available

- 5.12 There are currently 0 vacant pitches.

Step 3: Number of family units in site accommodation expressing a desire to leave the study area

- 5.13 As there are no households residing on authorised pitches in the study area, this resulted in the supply of 0 pitches.

Step 4: Number of family units in site accommodation expressing a desire to live in housing

- 5.14 This is determined by survey data. It would be assumed that all those currently residing on sites planning to move into housing in the next five years (step 4), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. However, there are no households residing on authorised pitches in the study area, resulting in a supply of 0 pitches.

Step 5: Residential pitches planned to be built or brought back into use

- 5.15 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 0 pitches in the study area that are expected to be built or brought back into use in the study area during the first 5-year period.

Need for pitches

Step 6: Seeking permanent permission from temporary sites

- 5.16 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2025-2030 will still require accommodation within the study area. There are 0 pitches with temporary permission.

Step 7: Family units on pitches seeking residential pitches in the study area

- 5.17 This is determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

- 5.18 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the study area.

Step 8: Family units on transit pitches seeking residential pitches in the study area

- 5.19 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. There are no transit sites within the study area, so there is 0 need resulting from this source.

Step 9: Family units on unauthorised encampments seeking residential pitches in the study area

- 5.20 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

Step 10: Family units on unauthorised developments seeking residential pitches in the study area

- 5.21 From consultation and data from the council, there is 1 pitch on an unauthorised development site in the local authority area. There were other sites, without planning permission, but these were non-Gypsy and Traveller residential sites. This results in the need for 1 residential pitch.

Step 11: Family units on overcrowded pitches seeking residential pitches in the area

- 5.22 There is a need for an additional 0 pitches due to overcrowding.

Step 12: New family units expected to arrive from elsewhere

- 5.23 In the absence of any data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. Together, these amount to a net inflow of 0 units in the study area.

Step 13: New family formations expected to arise from within existing family units on sites

- 5.24 The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers. There are no households residing on authorised pitches in the study area, so there are no new household formations requiring residential pitches.

Step 14: Family units in housing with a cultural preference need for a pitch

- 5.25 This was determined firstly by estimating the number of households living in bricks and mortar, which was calculated using data from the 2021 Census, which provides the number of Gypsy and Traveller households in such housing within the study area (refer to Table 3.2). A 15% factor was then applied to estimate the number of households requiring a pitch due to cultural preference. This equates to 15% of 32, which equals a need of 5 additional pitches.
- 5.26 The 15% factor is applied as a pragmatic and proportionate proxy to estimate potential pitch need arising from Gypsy and Traveller households living in bricks-and-mortar accommodation who may have a cultural preference to return to site-based living. The application of a modest uplift (typically 10–20%) to estimate pitch need arising from Gypsy and Traveller households in bricks-and-mortar accommodation is established GTAA practice and reflects consistent survey findings that only a minority of housed households express a preference to return to site-based living where suitable provision is available. This approach is consistent with PPTS 2024, which defines Gypsies and Travellers by reference to a cultural tradition of nomadism and/or a cultural preference to live in a caravan. It is therefore appropriate to make proportionate provision for households that currently live in housing but retain that cultural preference.
- 5.27 This reflects established GTAA practice and evidence from previous surveys showing that only a minority of bricks-and-mortar households express such a preference where suitable provision is available. The percentage is applied solely to the estimated bricks-and-mortar population, ensuring this element of need is not double-counted and represents the only method used to capture cultural preference-based pitch need. The resulting need is assumed to arise within the first five years as it reflects existing, unmet demand, rather than longer-term demographic change.

Balance of Need and Supply

- 5.28 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

Table 5.4: Summary of Gypsy and Traveller pitch needs 2025-30

Supply	0
Need	6
Difference	6

Source: GTANA 2025

Requirement for residential pitches 2030-2043

- 5.29 Considering future accommodation needs, it is assumed that those families with needs stemming from a cultural preference to residing in houses, overcrowding, and unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 13 above), mortality, and movement into and out of the study area accommodation need to be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.5 below.

Please note that the 2025 base figures include both authorised occupied and vacant pitches, whilst the 2030 base figures assume that any potential pitches have been developed.

- 5.30 2030 pitch base figures are determined by a number of factors including:
- the number of occupied pitches in 2025 (as determined by the household survey)
 - the number of vacant pitches in 2025 (as determined by the household survey)
 - the number of potential pitches (as determined by local authority data)
 - accommodation need for the period 2025-2030 (as determined by the GTANA)
- 5.31 It is assumed that by 2030 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.

Table 5.5 Base figures for Gypsy and Traveller pitches

2025 Base	Vacant	Potentials 2025-30	Need 2025-30	2030 Base
0	0	0	6	6

Source: GTANA 2025

- 5.32 As there is currently only one household residing on a pitch, there is insufficient data to confirm the household growth rate. Therefore, the growth rate adopted for population growth is that identified for the Greater Nottinghamshire and Ashfield GTANA 2022 (annual household growth rate of 2.46% per annum (compound) equating to a 5-year rate of 12.9%). Table 5.6 shows the accommodation needs for the local authority area over the 18 year period 2025-2043.

Table 5.6: Summary of Gypsy and Traveller accommodation needs

Period	Need
2025-2030	6
2030-2035	1
2035-2040	1
2040-2043	1
Total 2025-2043	9

Source: GTANA 2025

Requirements for transit pitches / negotiated stopping arrangements

- 5.33 In relation to transit provision, it is recommended that the local authority adopts a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, and if necessary, with the provision of services such as waste disposal and toilets.
- 5.34 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment

does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).

- 5.35 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for the local authority to respond to the temporary accommodation needs of transiting households within the area rather than simply directing them to neighbouring authorities. Also, the local authority should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily stay on those sites for an agreed period.

Summary

- 5.36 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. It indicates that there is a need over the period 2025-2043 for 9 pitches. In relation to transit provision it recommends the adoption of a negotiated stopping policy.

6. Travelling Showpeople consultation

Introduction

- 6.1 As described in Chapter 1, this GTANA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (MHCLG) Planning Policy for Traveller Sites 2024) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. As such, they have been included in this report.

Methodology

- 6.2 This section of the assessment focuses on the consultation with Travelling Showpeople. It included questions regarding issues such as family composition (per plot), accommodation and facilities, the condition, ownership, management and suitability of current yards and plots (including facilities and services), occupancy of existing plots (including the number of, and reasons for, vacant and/or undeveloped plots, and future plans for plots), travelling patterns, and accommodation needs.
- 6.3 The number and location of plots were determined using local authority data. The combination of local authority data, visits to yards, and consultation with households (representing all 8 plots) helped to clarify the status and occupancy of plots and the number occupied by household members with a need for separate accommodation, and hidden households (amongst other needs issues). Locations where planning permission has lapsed, refused or withdrawn, or where enforcement action has previously taken place, were also visited to confirm occupancy and use.

Existing Supply

- 6.4 Table 6.1 below lists the number of authorised plots, and unauthorised development (UD) plots, and yards and plots with temporary planning permission within the local authority area (primarily based on data provided by the local authority). Based on information provided by the council, there is planning permission for 8 plots on 2 authorised yards.

Table 6.1 Travelling Showpeople yards and plots

	Yards	Plots	UD yards	UD plots	Temp yards	Temp plots
Study Area	2	8	0	0	0	0

Source: GTANA 2025

Calculation of Accommodation Need

- 6.5 The need for permanent plots for Showpeople in the study area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. It calculates accommodation needs for the period of 2025-2043 in 5-year periods and a final period of 3 years.

Requirement for residential plots 2025-2030

- 6.6 The need for residential plots in the area is assessed according to a 13-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.2 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

Table 6.2: Estimate of the need for permanent residential plots 2025-2030

1) Current occupied permanent residential site plots	8
Current residential supply	
2) Number of unused residential plots available	0
3) Net number of households on sites expected to leave the area in next 5 years	0
4) Number of households on sites expected to move into housing in next 5 years	0
5) Residential plots planned to be built or to be brought back into use	0
Total Supply	0
Current residential need	
6) Seeking permanent permission from temporary plots	0
7) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
8) Households on transit plots requiring residential plots in the area	0
9) Households on unauthorised encampments requiring residential plots in the area	0
10) Households on unauthorised developments requiring residential plots in the area	0
11) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	0
12) Net new households expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing households on yards	0
Total Need	
Balance of Need and Supply	
Total Additional Plot Requirement	0

Source: GTANA 2025

Requirement for residential plots: steps of the calculation

- 6.7 Information from local authorities and evidence from the survey was used to inform the calculations including:

- The number of existing plots
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

- 6.8 The remainder of this chapter describes both the process and results of the Travelling Showpeople's needs calculations.

Supply of plots

Step 1: Current occupied permanent plots

- 6.9 There are currently 2 authorised yards with 8 occupied plots.

Step 2: Number of unused residential plots available

- 6.10 As the plots are all occupied there are 0 unused plots.

Step 3: Number of family units in plot accommodation expressing a desire to leave the study area

- 6.11 This was determined by survey data. It was assumed, that those currently residing on plots expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. None of the households indicated they would be leaving the study area, this resulted in the supply of 0 plots.

Step 4: Number of family units in plot accommodation expressing a desire to live in housing

- 6.12 This was determined by survey data. It was assumed that all those currently residing on plots planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.

- 6.13 As with step 5, a supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 5: Residential plots planned to be built or brought back into use

- 6.14 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 0 plots in the study area that are expected to be built or brought back into use during the period 2025-2030.

Need for plots

Step 6: Seeking permanent permission from temporary plots

- 6.15 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2025-2030 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the area.

Step 7: Family units on plots seeking residential plots in the study area

- 6.16 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised plot, or that they were currently seeking accommodation.

- 6.17 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting family units which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 0 plots in the study area.

Step 8: Family units on transit plots seeking residential plots in the study area

- 6.18 This generates a total need of 0 plots as there is no transit yard in the study area.

Step 9: Family units on unauthorised encampments seeking residential plots in the study area

- 6.19 There were 0 households residing on unauthorised encampments interviewed during the survey period, so there is a need of 0 plots arising from this source.

Step 10: Family units on unauthorised developments seeking residential plots in the study area

- 6.20 There are 0 unauthorised plots in the study area and therefore there is no need.

Step 11: Family units on overcrowded plots seeking residential plots in the study area

- 6.21 Overcrowding on Travelling Showpeople plots may differ to that on Gypsy and Traveller pitches due to the need for equipment and vehicle storage. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This generates a total need of 0 plots in the study area.

Step 12: New family units expected to arrive from elsewhere

- 6.22 This generates a total need of 0 plots in the study area.

Step 13: New family formations expected to arise from within existing family units on yards

- 6.23 This generates a total need of 0 plot in the study area.

Balance of Need and Supply

- 6.24 From the above the net additional plot requirement is calculated by deducting the supply from the need.

Table 6.3: Summary of Travelling Showpeople plot needs 2025-30

Supply	0
Need	1
Difference	1

Source: GTANA 2025

Requirement for residential plots 2030-2043

- 6.25 Considering future need, only natural population increase, mortality, and movement into and out of the area need be considered. Please note that the 2025 base figures include authorised occupied and the 2030 base figures include these figures and assume that any potential plots have been developed.
- 6.26 In relation to this accommodation assessment, analysis of the current population and household survey results indicates that an annual household growth rate of 2.10% per annum (compound) equating to a 5-year rate of 12% is more appropriate. This is based on an analysis of various factors derived from the surveys, including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2035-2043.

Summary

- 6.27 This chapter has provided data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Accommodation need resulting from the calculations in the tables above are as follows:

Table 6.4: Summary of accommodation needs (plots)

Period	Need
2025-30	0
2030-35	1
2035-40	1
2040-43	1
Total 2025-43	3

Source: GTANA 2025

7. Conclusion and Recommendations

Introduction

- 7.1 This final chapter draws conclusions from the evidence. As previously discussed, this report focuses on the assessment of accommodation needs for Gypsies and Travellers, and Travelling Showpeople.
- 7.2 The accommodation needs calculations undertaken as part of this GTANA were based on analysis of both secondary data and primary consultation with Gypsies and Travellers, Showpeople, and key stakeholders.

Permanent accommodation needs

- 7.3 The following outlines the permanent accommodation need over the period of 2025 to 2043:

Table 7.1: Gypsy and Traveller permanent accommodation needs

Period	Need (pitches)
2025-30	6
2030-35	1
2035-40	1
2040-43	1
Total 2025-43	9

Source: GTANA 2025

Table 7.2: Travelling Showpeople permanent accommodation needs

Period	Need (plots)
2025-30	0
2030-35	1
2035-40	1
2040-43	1
Total 2025-43	3

Source: GTANA 2025

Comparison of 2017 and 2025 GTAA accommodation needs

- 7.4 The 2017 GTAA, covering the period 2017–2033, identified a very limited level of additional need, comprising 3 Gypsy and Traveller pitches (rounded from 2.7), no Travelling Showpeople plots, and 1 transit/emergency stopping place, based largely on engagement with a small number of households living in bricks-and-mortar accommodation
- 7.5 In contrast, the 2025 GTANA, covering 2025–2043, identifies a higher and more complex level of need, including 9 Gypsy and Traveller pitches, reflecting a household on an unauthorised development, accommodation need arising from households in bricks and mortar accommodation with a cultural preference to live on a pitch, and household growth. There is also a need for 3 Travelling Showpeople plots, reflecting population growth. The

2025 GTANA also recommends negotiated stopping rather than fixed transit provision, representing a clear shift in both the scale of need and the preferred delivery approach.

Transit provision

- 7.6 It is recommended that the local authority sets up a negotiated stopping places policy. This is land temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period.
- 7.7 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. It was first developed by Leeds Gypsy and Traveller Exchange (GATE) and involves local authority officers making an agreement with Gypsies and Travellers on unauthorised encampments. The agreement allows Travellers to stay either on the land they are camped on or move to more suitable land (please see Appendix 1 for an example negotiated stopping place protocol).
- 7.8 Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).
- 7.9 The length of the agreement can also vary from 2 weeks to several months, but tends to be around 28 days. The agreement is a local one and will vary but may include Travellers agreeing to leave sites clean and not make too much noise with the local authority providing waste disposal and toilets, sometimes showers and water too. However, as Leeds GATE state, negotiated stopping is a locally agreed solution so may differ in different locations. For Negotiated Stopping to work it has to involve local authorities negotiating with roadside Travellers. It will involve talking to and consulting roadside Travellers and working out solutions.
- 7.10 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, local authorities should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time.

- 7.11 Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community and allow households with stopover requirement to stay for an agreed period of time.

Summary

- 7.12 The results from this assessment supersede any previous GTANA (including any accommodation need calculated before this assessment) for the Mansfield local planning authority. This assessment identifies an overall accommodation need over the plan period for 9 additional pitches. There is also a need for 3 additional Travelling Showpeople plots during the same period.
- 7.13 It is also recommended that the local planning authority considers the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, and Travelling Showpeople) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in brick-and-mortar accommodation. This accommodation need should be considered separately from the need identified below and could be met through windfall applications.
- 7.14 In addition to the above, the report makes the following recommendations to address the specific accommodation needs of the different community groups:

Planning policy:

- For the local authority to provide existing fee-based pre-application planning advice service for households, applicants and landowners who have identified land, to assist in determining whether sites may be suitable to address identified accommodation needs.
- For the local authority to adopt a structured and proactive approach to identifying additional sites to meet the identified need, including:
 - a targeted call for sites (including engagement with private landowners and families);
 - the review of surplus or under-utilised public land; and
 - consideration of small-scale, dispersed sites where these are appropriate and policy compliant.
- Where it is not possible to identify sufficient specific sites to meet the full identified need within the plan period, a robust criteria-based policy (such as Policy H8.3) should be relied upon to ensure that applications for Gypsy, Traveller and Travelling Showpeople accommodation can still come forward and be assessed positively.
- To strengthen Policy H8, it is recommended that the criteria-based approach clearly sets out the circumstances in which proposals will be supported, including:
 - the scale of development sought, with explicit support for small family-based sites and yards consisting of three or four pitches/plots;

- locational considerations, including access to services, highways safety, flood risk, and environmental constraints;
- requirements relating to site layout, amenity, and infrastructure provision;
- confirmation that proposals will be assessed on their planning merits, even where sites are not specifically allocated; and clarity that the policy will apply for the duration of the plan period where unmet need remains.
- Implement a corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches and plots to meet the family's accommodation needs.
- The population size and demographics of the Gypsy, Traveller, and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the cultural implications and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, and Showpeople and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the [Equality Act 2010](#).
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, and Showpeople communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, and Showpeople communities.

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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on the method used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Cultural preference

The 'cultural preference' of Gypsies and Travellers to reside on sites, rather than in bricks and mortar accommodation, is rooted in their historical nomadic heritage; strong community and family ties; and the preservation of their unique cultural identity and way of life. Living on sites allows them to maintain flexibility and mobility, which are essential for their traditional occupations and lifestyles.

Additionally, there is often resistance to living in bricks and mortar homes due to concerns about losing cultural identity, facing discrimination, and being isolated from their community.

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect that the site will be used for only a proportion of the year and that individual households will normally stay on the site for only a few days.

Family Owner Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit, although it acknowledges that this may also include, e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report, it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by MHCLG Planning Policy for Traveller Sites (December 2024):

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Household

The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Authority Sites

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count, undertaken in January 2017, suggests there are 4,528 permanent local authority and private registered provider pitches capable of housing 7,001 caravans.

Local Development Documents (LDD)

Local Plans and other documents that contain planning policies and are subject to external examination by an Inspector. It is important to note that Supplementary Planning Documents (SPDs) that contain guidance are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan, which contains documents found to be sound at an External Examination.

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and was associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offers at below private market levels.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Transit site/pitch

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation

Travelling Showpeople

As defined by MHCLG Planning Policy for Traveller Sites (December 2024):

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.

Unauthorised development

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the owner's consent (e.g., is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.